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ABSTRACT

Presented is a brief written in response to a government discussion paper on competitiveness and security in Canada's international relations. The brief emphasizes that the universities must play a vital role in the development and pursuit of foreign policy and that the knowledge on which the nation's social and economic development increasingly depends transcends national boundaries. It agrees with the discussion paper that productivity and competitiveness are closely linked, and proposes that the universities contribute to productivity in a variety of important ways. The role of foreign students in enriching Canadian students' educational experience and contributing to the economy is stressed, but it is noted that differential fees for foreign and Canadian students and lack of long-term planning have caused foreign student enrollments to decline. The university's role in international relations is also found in the potential of its international studies programs, its support of development assistance efforts, and its ability to assist the national government in foreign aid policy development. (MSE)

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THE UNIVERSITIES AND CANADA'S INTERNATIONAL RELATIONS

A brief from the
Association of Universities and Colleges
of Canada

to the Special Joint Committee on Canada's
International Relations

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November 1985

EXECUTIVE SUMMARY

The Association of Universities and Colleges of Canada's brief to the Special Joint Committee on Canada's International Relations focuses on the two main divisions of the discussion paper namely, competitiveness and security. The brief emphasizes that universities must play a vital role in the development and pursuit of Canada's foreign policies. The brief also underlines that information, knowledge and learning, upon which the nation's social and economic development will increasingly depend, transcend national boundaries.

The brief agrees with the discussion paper that productivity and competitiveness are inextricably linked. Canadian universities contribute to productivity through their traditional tasks of teaching, research and community service. Universities educate scientists and engineers, professionals, social scientists and humanists. They have initiated cooperative programs linking academic study and practical experience and have met the need for the training of expert human resources in rapidly evolving subjects like computer science. In research, collaboration among universities, government and business is crucial if Canada is not to lag behind her competitors, not only in scientific and high-technology areas but also in areas like business management and product development. In community service, universities provide assistance of many kinds to workers, farmers, small businesses, corporations and even governments themselves.

Foreign students enrich the educational experience of Canadian students and they contribute to the Canadian economy. Until recently, their numbers were more than matched by Canadians studying abroad. The reception of foreign students by Canadian universities can have a life-long effect on future leaders of many countries; their knowledge of Canada is an essential ingredient to the development of our country's long-term trading prospects. Unfortunately, the enthusiasm of universities to receive students from abroad is offset by widely-varying differential fees for foreign students and government policies.

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International cultural and academic relations have suffered from a haphazard approach and a lack of long-term planning, often becoming the first victims of budgetary restraint. On several occasions they have been interfered with to show government displeasure with political actions by other countries.

Canadian universities' ability to teach and learn about the world around us helps to support the objectives of a responsive Canadian foreign policy since the study of foreign relations is critical to Canada's efforts as a peacemaker, an ally or a trader. There is still much to be done in strengthening international studies, particularly with reference to certain foreign countries and regions.

Canada's development assistance policies have been strongly supported by Canadian universities. In receiving students from developing countries and in sending teachers and experts abroad, universities have shown their concern for the third world's economic and social problems. The AUCC brief calls for closer consultation between the federal government and universities in the determination and planning of Canada's aid policy, especially with respect to the distribution of development assistance through private, non-governmental channels.

Canadian universities believe they have a major contribution to make in meeting Canada's goals in world affairs in terms both of her own competitiveness as well as world security. They insist, however, that greater consultation and collaboration between universities and governments are essential in order to meet these goals.

"A university should be, at one and the same time, local, national and world-wide." Thus wrote the noted British scholar, Alfred North Whitehead. He was referring primarily to the fact that knowledge does not recognize national boundaries. Scientists and scholars from different countries interact with one another, pursuing their work inside a world community that is essential to them for its conditions of stimulation. From the earliest times learning has been the product of a global network of relationships that transcends both states and their governments.

In the process by which knowledge is enlarged and transmitted, the universities have a crucial role. It is one which involves them, directly and inescapably, in international affairs. They train students from abroad who later return to their home countries. They educate young Canadians who go on to participate in Canada's research and development effort and in her export industries. They engage in technical assistance projects with Third World countries. They receive foreign researchers in return for the opportunity to send Canadian students and scientists abroad. They teach about the world outside Canada and contribute to the Canadian understanding of international problems. All these tasks give the universities a claim, even a responsibility, to take part in the public discussion of appropriate foreign policy goals for Canada.

The Association of Universities and Colleges of Canada, representing 79 institutions of higher education in ten provinces, welcomes the appearance of the Discussion Paper, Competitiveness and Security: Directions for Canada's International Relations. It commends the Government for placing

before the Canadian people an account of the far-reaching changes which have taken place in the world since the last review of Canada's foreign policy. It notes the importance of the questions raised by the Discussion Paper relating to Canada's international economic competitiveness and the country's place in the global pattern of political and security interdependence. The Association believes that its member institutions have a significant contribution to make in helping to underwrite a secure and prosperous Canada. It will offer its views under the two principal divisions of the Discussion Paper, competitiveness through opportunities for training and research and influence through the promotion of international understanding, while at the same time seeking to identify concerns of Canadian universities with Canada's foreign relations.

I Competitiveness through Training and Research

The Discussion Paper correctly notes the vital link between productivity and competitiveness. Productivity in Canada depends upon many factors, not the least of which are functions performed by and through the country's universities. Traditionally the universities' tasks have been arranged under the headings of teaching, research and service. It may be useful to set down the Canadian universities' accomplishments over the past several decades in these areas.

The universities' capacity to educate not only scientists and engineers but also specialists in the professions, the social sciences and in the humanities is acknowledged. They have also attempted to inculcate the

strengths of a liberal arts curriculum. They have done this both in well-tested ways and in innovative ones. Courses in computer science, for instance, have probed advances in a rapidly evolving subject. Co-operative programs linking academic study with practical experience have become increasingly familiar. Sudden shifts in enrolment from one academic area to another have forced the universities to deploy teaching staff rapidly and imaginatively. A readiness to try new methods of instruction and to use experimental teaching aids has enabled the universities to meet the ever changing demands for skills in today's world.

University research has been both self-generated and collaborative. Collaboration, so vital in modern applied enquiry, has been carried out with corporations and with provincial and federal research agencies. Examples of the latter spring to mind in such areas as agriculture, forestry, energy and the ocean sciences. In some instances government research laboratories are physically located on university campuses. This interaction has been immensely beneficial to the participants, adapting theories to practical needs, subjecting immediate tasks to rigorous long-term analysis, mixing research and teaching with results that frequently clarify and stimulate. In all this activity the universities have not only provided leadership but have contributed to the indirect costs of research from revenues that were already tightly stretched.

Service to the producing sectors is a related function which the universities have borne for many years. Extension services for farmers are perhaps the oldest example. Today there are consulting services for

small businesses and, to note one example, a service in Ottawa that provides advice in management and finance to the rapidly emerging high technology industry of the capital. Universities organize workshops, seminars and courses designed to upgrade qualifications for professions and skilled functions. All these services have been offered by Canada's universities under their assumed responsibility to advance the welfare of the community by appropriate means within their power.

Training

While the universities have contributed to Canada's productivity through teaching, research and services, the national effort to promote enquiry and development and innovative processes has not been sufficient. Over the past two decades there has been a disappointingly slow growth in manufacturing productivity. Canada has not kept pace with some of her competitors and has lost export markets as a consequence. A national mission must be undertaken to improve the country's productivity. The universities affirm their willingness to share in the educational underpinning of this effort. They are prepared to enhance their training capabilities through the provision of additional facilities and an augmented teaching staff. The recent report of the Natural Sciences and Engineering Research Council of Canada has described the need. The time has come for the constructive engagement of all the players involved: the federal government, the provinces, their granting agencies and private business. Only through the full co-operation of these elements will Canada's human capital in the scientific fields be strengthened.

Research

The collaboration between the universities, government and business is crucial to the promotion of research and development in Canada. Recent studies have shown that among Western nations Canada ranks eighth in the amount spent on research and development as a proportion of its gross national product. For 1982 the ratios were 1.4 per cent for Canada, 2.7 per cent for the United States and 2.5 per cent for Britain and Japan. These figures are disturbing. The high-technology industries for example, where R&D is the sine qua non for accomplishment, will increasingly supplant Canada's traditional production and processing of resources as the long-term creator of jobs, wealth and exports. The "core technologies" -- computers, microchips, aerospace technology, pharmaceuticals, biotechnology, scientific instruments, office equipment -- are changing the face of human existence. In the past few years Canada, alone among the ten most industrialized nations, has experienced a trade deficit in every one of these high-technology areas. This depressing condition is not confined to scientific technology. In related areas such as management, consulting and business services and in product development, Canada also lags behind her competitors. The importance of reversing this situation for the the country's future cannot be overstated.

University research can play a part in correcting the present unsatisfactory state. If, in the past, academic science was seen as pure and remote from utilitarian considerations, that view is no longer an accurate reflection of the facts. University science has moved to a closer

collaboration with business. The evidence of that collaboration is to be seen on every university campus in Canada. The mission for the future is to give it greater depth and purpose. The universities have a unique opportunity here. Operationally they stand between government and business, with a flexibility that can help to integrate research activities. This stance must be creatively utilized in the drive to improve Canada's productivity through an enhanced emphasis on R&D.

Competitiveness, the ability to sell in foreign markets, rests on more than technological accomplishments. In the development of an improved video-display terminal, the psychologist may have as much to contribute as the electronic engineer. In assessing the potential of a foreign market for Canadian products it is necessary to understand the preferences that result from the culture and society of the distant country. Technology, through its rapid obsolescence, is too frequently seen in a short-term context. Policies to guide its development must take the longer view if Canada's investment in new technologies is to be well-placed. All these challenges suggest that in deploying its human resources for future tasks, Canada should not emphasize the physical scientist and engineer to the neglect of the social scientist and the humanist. The contributions of the major disciplines are complementary, not counterbalancing. This truth must be recognized and built into the national effort to strengthen Canada's competitiveness.

II Influence through International Understanding

Canadians have justly taken pride in their country's performance on the world stage since the Second World War. In the United Nations and its specialized agencies, in the Commonwealth and la Francophonie, in peace-keeping and mediatory activities, Canada has sought to play a calming and constructive role. The respect we have won abroad has also been based on our efforts to train foreign students and to support "international educational and cultural contacts and exchanges". (p.25) In these activities the universities of Canada have been enthusiastic participants, receiving foreign students and scholars, opening their laboratories to overseas researchers, undertaking a diverse range of foreign academic contacts from revenues that had to be primarily directed to domestic purposes. In the case of foreign students, most Canadian universities have made a special effort to be accommodating. They have established centres to offer personal and academic counselling to students from abroad. They have taught English and French as second languages to a host of students coming from a range of countries almost as diverse as the United Nations. They have arranged special programs to acquaint foreign students with Canadian life and values. They have also welcomed faculty from abroad and benefitted from the academic excellence supported and promoted in other countries.

Foreign Students

In recent years obstacles have increasingly been put in the way of such international activities by Canadian universities. The training of

foreign students, for instance, has been impeded by the imposition, by seven provinces, of a differential tuition fee which is 1.5 to 12 times higher than the fee charged Canadian citizens. The attached table, "Tuition Fees at Canadian Universities, 1985-1986", shows the gap between academic fees charged Canadian students and those levied on students from abroad. In 1983-84 there were about 36,000 international students at Canadian universities; in 1984-85 there were 33,500; preliminary data for 1985-86 suggest a further decline to 23-25,000. This decline, which will become more pronounced unless corrected, is surely not in the best interests of Canada as a nation and as a member of the international community. Foreign students enrich the educational experience of Canadian students as they contribute to the Canadian economy. For many years the number of Canadians studying abroad far exceeded the number of foreign students in Canada and we are indebted to foreign universities for the education of a substantial proportion of our university-level students. Even today, Canadians must attend foreign universities to do specialized graduate work in some disciplines for which resources are not available in Canadian universities.

Only in the last few years has Canada received foreign students in numbers similar to the number of Canadians studying abroad. The recent sharp decline of foreign students enrolled in Canadian universities is particularly worrisome not only to the university community but also to Canada itself, since this may have serious adverse effects on our country's future external and trade relations.

Education is indeed an international matter. University students tend later to fill decision-making positions in their countries. By encouraging them to study in Canada, we earn their friendship and understanding. They know our ways and are familiar with our products. They may well be sympathetic to buying our exports.

The image of Canada abroad is often shaped by bilateral ties; these ties, in turn, derive their vitality from individual human relationships. In building such relationships, the attitude towards Canada of the former foreign student can be very important. It is timely, then, for Canada to examine the international students in its midst. Where do they come from? What are they studying? Where, in Canada, are they studying? How much are they learning of Canada and our aspirations in world affairs? Should we develop special mechanisms to deal with foreign students on a national basis? The Canadian universities, through their experience with overseas students, have views on these questions. There should be a determined effort to mesh these views into the thinking behind provincial and federal government foreign student policies. Only through attempting such a consensus will the country be in a position to do justice to the international prospects arising from the desire of foreign students to pursue their education in Canada.

Academic and Cultural Exchanges

A similar unfulfilled story can be told of our support of international academic and cultural exchanges. This has been recognized as primarily a

responsibility of the federal government. Over the years Ottawa has shouldered the burden in a pragmatic manner that has not always recognized long-term foreign policy goals. State-to-state agreements for the exchange of academic researchers and students exist between Canada and some seventeen countries, of which almost all are in the continent of Europe. There is, for example, no formal exchange agreement with the United States to focus our academic and scientific co-operation with that country. Exchanges with the countries constituting the rapidly emerging markets and traders of the Pacific basin are haphazard. Governmental exchanges, as well as other international academic and cultural arrangements, appear often to be the first victims of budgetary restraint. In addition they are subject to revisions, even suspensions, for political reasons. Thus Canada's scholarly and scientific links with the outside world are tenuous in operation and uncertain in direction. Academic agreements with the Soviet Union, for instance, are confined for the moment to two private exchanges financed and managed by two Canadian universities. This is the sorry state of our continuing academic relationship with one of the world's principal powers, a near neighbour and a rival in many areas of international influence. The situation gives no cause for complacency, nor does it enhance our image as a mature country in foreign capitals.

The value of international academic and cultural exchange is not something which can be measured in dollars and cents. Nevertheless exchanges have important educational benefits, especially at a time when the mobility of Canadian teachers and researchers is strained. Mobility, through the interchange of people, implies the presence of differing viewpoints and

intellectual stimulus. This is important for the growth of a healthy Canadian educational life. In the longer run exchanges lead to cross-cultural encounters that can contribute to understanding. In an age when confidence-building measures are everywhere proclaimed as a prelude to peace and security, academic exchanges have a very real contribution to make. Canadian universities have gained much from this traffic in the past and are convinced that its continuance is helpful in strengthening bi-lateral relationships. They believe it should be placed on firmer financial foundations and widened to include contacts with continents which in the past have been outside the view of many in Canada's scholarly community.

International Studies

There is still another function of the universities which can support the objectives of a responsive Canadian foreign policy. This is the universities' ability to teach and study the complex and changing world existing beyond Canada's shores. This is carried out in specialized schools or institutes, operating at the graduate level, or through the normal undergraduate curriculum in a dozen disciplines. The conventional study of international politics has become an established part of the academic programs of Canadian universities; it is now being augmented by enquiries into new aspects of the relations between states. To a greater extent than ever before the universities must examine the global economy, North-South issues, human rights questions, matters of arms control and the requirements of international organization.

Other aspects of international education also require thought and action. The Discussion Paper states that "there are few corners of the world which Canadians do not know or care about". (p.17) Of course there are many Canadians who have lived and worked abroad but, in general, knowledge of foreign countries is not widely distributed among the Canadian people. The universities could do much to improve this situation through giving international subjects a larger place in their curricula and by promoting public education in international problems. The study of foreign relations is critical to Canada's efforts as a peacemaker, an ally or a trader. Where are the centres for studying, systematically and continuously, the countries of Soviet and Eastern Europe? They are few and far between in Canada. In fact it is probably true that there are more Soviet researchers working on Canadian affairs than there are Canadians studying modern Russia and its satellites. Other areas of the world reveal varying degrees of attention. A beginning has been made on Africa, both in its anglophone and francophone regions. The serious study of East Asia is underway but as yet only a handful of academic centres focus on South Asia, the Middle East or Latin America. Training in the languages of these regions is still in a primitive state. Nor are there library resources, beyond those found in two or three institutions, sufficient to support serious and on-going research.

It would be wrong to suggest that the study of foreign countries has not made headway in Canada over the past two decades. But clearly there is still much to be done in strengthening foreign area and international studies. The universities cannot do this by themselves; they require the

help and expertise of the federal government to lay a sound basis for scholarship. If the country is to understand the world around her, she must have specialists who can take their places in business, education and journalism as well as in government. There is no more direct way in which the universities can assist in the formation of an informed Canadian foreign policy than by promoting the serious study of the larger world.

Development Assistance

The Discussion Paper draws attention to Canada's record of development assistance, both in its quality and in its size measured against the country's Gross National Product. The universities of Canada have strongly supported the government's initiatives in this field and have participated actively in many co-operative projects, especially in technical assistance. This is not surprising for they have had much to offer. In their teaching and research they encompass the subjects which the Canadian International Development Agency has identified as areas of sectoral concentration in Canada's aid effort: agriculture, energy and human resource development. The third of these concentrations is, in fact, at the heart of higher education. Thus both in receiving students from developing countries and in sending their teachers and experts abroad, the universities have shown their concern for the Third World's economic and social problems. The idealism of Canada's young people has been harnessed by a group of private organizations of long and respected standing: CUSO, the World University Service of Canada, the Canadian Bureau for International Education, the Committee on Overseas University

Libraries Support, Canada World Youth. Some of these organizations grew out of the Canadian universities' desire to become involved in Third World development and for their early years they were largely directed from the universities. Canadian universities have twinned with overseas institutions to carry out projects of mutual benefit, they have sent senior personnel to lend a helping hand to governments and other institutions in administration, teaching and research. Many of them have set up international development offices to co-ordinate their activities in technical assistance, research and education directed towards overseas development.

While the universities are proud of what they have accomplished in furthering Canada's development co-operation, they feel their capacities have not yet been fully utilized. They would like to become more closely involved in the planning of the Canadian aid effort. In the past they have been agents for the delivery of development assistance; for the future they would like to be consulted in the determination of policy. Canadian universities have usually been asked to respond to needs for assistance from developing countries. They would like, at least occasionally, to see the process reversed; to place against the requirements of a Third World country the acknowledged resources of a university. They would like the opportunity to assess a development project, not exclusively in terms of the recipient country or even Canada's aid policies, but in the light of the university's academic goals. They would like to offer their views on the extent of official development assistance which should be distributed through private

channels rather than by governments. As non-governmental organizations in the development field, the universities possess the experience to play an even larger role in this expanding area. They believe that an on-going discussion with public and private aid agencies which raised these questions would be beneficial to Canada's external assistance program.

On a wider plane the Discussion Paper proposed several urgent questions for consideration as Canada moves towards its augmented targets of official Development Assistance by 1990 and 1995. What should be our priorities in sharing funds for development? Should our development assistance underpin our broader objectives in foreign policy? The universities do not claim that they possess the answers to these questions but they believe that they have the experience and the analytical capacity to take part usefully in their discussion. Their executive heads are prepared to place the services of their institutions behind a new consultative process with the Government of Canada and its development agencies. The purpose would be to address important questions of procedure and policy in the human development field. Through such a mechanism the delivery of Canadian assistance might well be expedited. At the same time the universities would be encouraged to deepen their commitment to the amelioration of the ominous economic disparity between rich and poor nations.

In a rapidly changing world it is vital that a country's priorities in its external relations be founded on the human resources which it can devote to their achievement. The Canadian universities believe they have a solid contribution to make in meeting Canada's goals in world affairs. The

training, research and service functions which lie at the core of their academic mission are crucial to gaining a more enterprising performance in the Canadian economy. The universities' links with foreign academic centres, their involvement with students and researchers from abroad studying in Canada, their collaboration with developing countries in education and research; these activities give them the capacity to influence perceptions of Canada held by other countries. In all these areas of endeavour there is a compelling need for a sustained dialogue between the universities and the central and provincial governments in Canada. If the present review of Canada's international relations intensifies this consultation, then the country's competitive position, as well as her image in the world, will undeniably be enhanced.

November 1985

TUITION FEES AT CANADIAN UNIVERSITIES 1985-1986

The following information is a summary of tuition fees at Canadian universities. Fees will vary from program to program and from institution to institution. Information for this chart was provided by the government department responsible for higher education in each province, exceptions are noted. The data refers to 2 semester arts and/or science programs only. All professional programs are excluded.

	Canadian Students ($) (Undergraduate)	Foreign Students ($) (Undergraduate)	Canadian Students ($) (Graduate)	Foreign Students ($) (Graduate)
British Columbia	1275m - 1290M	2257m - 2887M	1800	same as B.C. students
Alberta	798m - 853M	50% surcharge	1134m - 1068M	50% surcharge
Saskatchewan	940m - 1128M	same as Sask. students	1025m - 1128M	same as Sask. students
Manitoba Source: Manitoba Universities Grants Commission	892m - 1032M	same as Man. students	1172	same as Man. students
Ontario (formula fees, universities may charge up to 10% more)	1105	New foreign students 4167m - 6791M Already enrolled 2305	1110	New foreign students 5094 Already enrolled 2305
Québec Source: CREPUQ	450 - 740	New foreign students 5800 Already enrolled 4350	370 - 565	New foreign students 5800 Already enrolled 4350
Newfoundland	1006	same as Nfld. students	648m - 810M	same as Nfld. students
Nova Scotia Source: MPHEC	1060m - 1606M	New foreign students 1700 surcharge Already enrolled 1435 surcharge	1450m - 1606M	New foreign students 1700 surcharge Already enrolled 1435 surcharge
New Brunswick Source: MPHEC	1290m - 1470M	New foreign students 1700 surcharge Already enrolled 1435 surcharge	300m - 1360M	New foreign students 1700 surcharge Already enrolled 1435 surcharge
P.E.I. Source: MPHEC	1350	New foreign students 1700 surcharge Already enrolled 1435 surcharge	---	New foreign students 1700 surcharge Already enrolled 1435 surcharge

m - minimum fee charged in the province
M - maximum fee in the province

1985.07.25
K. Allen/ Communications, AUCC